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Progress report on UNFPA successor support cost arrangements

SUMMARY

This document has been prepared in response to Governing Council decision 91/37, paragraphs 6, 7 and 8, concerning successor support cost arrangements, which requested the Executive Director to submit a progress report on the number, fields of technical competence and geographical deployment of technical support services teams, taking into account priorities given to UNFPA by the Governing Council; to report on the actual and envisaged location of the teams; and to submit more information on the terms of reference and working relationships among various parties to the new arrangements. The Introduction outlines the UNFPA proposal and the Governing Council's requests. Part I summarizes inter-agency discussions concerning the successor support cost arrangements. Part II discusses the number, fields of technical competence and geographic deployment of team members. Part III discusses the location of the teams. Part IV describes the functions, reporting and working relationships, and monitoring mechanisms; and Part V contains the conclusion.

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INTRODUCTION

1. At its thirty-eighth session in 1991, the Governing Council reviewed a detailed UNFPA proposal (document DP/1991/35 and Corr. 1) for successor arrangements for agency support costs, to take effect from 1 January 1992. Based on the findings of reviews and evaluations of past and current programmes as well as on the principles of partnership and cost-sharing between UNFPA and other United Nations entities and agencies, the proposal was intended to improve the quality and timeliness of UNFPA-funded technical support services (TSS) to countries requesting them, and also to foster cost-efficiency and enhance cost transparency. The proposal was made in response to Governing Council decision 90/26, paragraph 2, taken at its thirty-seventh session in 1990, that "support cost arrangements for the United Nations Population Fund should be tailored to its specific programme requirements".

2. The arrangements described in that proposal had two basic components: (a) technical support services for country programmes and projects; and (b) a partial reimbursement, to be based upon an agreed formula, of indirect administrative and operational services incurred at headquarters and regional offices in support of country activities. For country programmes and projects, the proposal identified three sources of technical support: national expertise available in the country; teams of experts in various population disciplines, to be stationed in the region to supplement national expertise; and a small number of specialists and coordinators at agency headquarters and regional offices to backstop the teams and to make the latest technical knowledge available. Direct costs of technical support services for country projects -- such as project preparation and appraisals, short-term consultancies on matters additional to those covered by the teams, and project monitoring visits -- would be charged to the projects.

3. Relevant provisions of General Assembly resolution 44/211 were fully taken into account in formulating the proposal, specifically the emphasis on ensuring "maximum utilization of national capacity through government/national execution of projects, a more programme oriented approach and regular and timely provision of technical advice and backstopping by agencies at the country level" (para. 25). The arrangements also rest on UNFPA's mandate "to build up, . . . with the assistance of the competent bodies of the United Nations system, the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields; to promote co-ordination in planning and programming, . . . [and to] extend systematic and sustained assistance to developing countries at their request in dealing with their population problems" Economic and Social Council (ECOSOC resolution 1763 (LIV)).

4. At its thirty-eighth session, the Governing Council decided (decision 91/37, para. 1) that the successor arrangements for the United Nations Population Fund should do the following:

"(a) Provide coordinated, effective and timely support for population programmes and policies in developing countries;

(b) Utilize and maximize, to the extent possible, national and regional capacities in the area of population activities;

(c) Utilize the most appropriate and competitive sources of technical assistance, taking into account fully the relevant capacities of the United Nations agencies and non-governmental organizations to provide required technical advisory functions in support of country programmes and projects funded by the United Nations Population Fund;

(d) Bring technical services and advice much closer to field-level activities in developing countries as part of the process of appropriate decentralization of the programmes of the United Nations Population Fund;

(e) Facilitate the further assumption by Governments of the management of programmes and projects financed by the United Nations Population Fund, consistent with greater national execution of such programmes;

(f) Continue the practice of cost-sharing between the United Nations Population Fund and agencies of the United Nations system participating in the new successor arrangements".

5. The Governing Council also endorsed "the principle of the team approach, as set out in document DP/1991/35, in assisting the representatives/country directors of the United Nations Population Fund in the provision, coordination and management of technical advisory services and backstopping" (para. 3).

6. Decision 91/37 authorizes the Executive Director to allocate funds for "technical support services and for administrative and operational services, based on a compensation arrangement with executing agencies of 7.5 per cent of project expenditures incurred for the implementation of country projects, with the exception of the United Nations in 1992, for which the current level of 13 per cent applies" (para. 10).[1] In the intercountry programme, administrative and operational services costs will be incorporated into the respective projects. Projects approved by UNFPA for 1992-1995 will all contain such provisions.

7. This report responds to a number of requests in Governing Council decision 91/37. The Governing Council requested, in paragraph 6, that the Executive Director "reflect in her decisions on the number, fields of technical competence and geographical deployment of the team members, the priorities given to the United Nations Population Fund by the Governing Council, also taking due account both of the need to provide expertise on socio-cultural factors as well as of the outcome of the consultations [with the United Nations, including the regional commissions, on operationalizing the arrangements] referred to in the third preambular paragraph of the present decision, and to submit a progress report to the Governing Council at its thirty-ninth session (1992)". The Governing Council also requested, in paragraph 7, that the Executive Director "report to the Governing Council at its thirty-ninth session (1992) on the actual and envisaged location of the teams". The Governing Council further requested, in paragraph 8, that the Executive Director "submit to the Governing Council at its thirty-ninth session more information on the terms of reference of and the reporting and working relationships between the country programme technical support teams, specialists and coordinators at agency headquarters and regional offices, and representatives/country directors of the United Nations Population Fund, including proposals on the determinations of one ultimate decision maker, in order to ensure optimal complementarity between them, to avoid any duplication of work and to ensure clear lines of responsibility".

8. The following sections outline the background of discussions on technical support services with the concerned United Nations entities and agencies; the progress in determining the number, fields of technical expertise and geographical deployment of team members; the location of teams; the reporting and working relationships among parties to the arrangements; and conclusions.

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[1] The United Nations had decided to participate in the successor support cost arrangements starting 1 January 1993.

I. INTER-AGENCY DISCUSSIONS

9. Following the thirty-seventh session of the Governing Council, the Fund convened the first inter-agency consultative meeting on successor arrangements for agency support costs on 23-24 July 1990 in New York, attended by representatives of the United Nations, including its regional commissions, the ILO, FAO, UNESCO and WHO. Preliminary agreements were reached on the draft terms of reference for technical support services at agency headquarters,[2] on the proposed make-up and responsibilities of regional and subregional population teams and on related financial issues. Another inter-agency consultative meeting was held on 30 October-5 November 1990 in New York, at which a broad understanding was reached on disciplines to be represented as part of the TSS scheme, both at headquarters and in the regions.[3] An informal general understanding was also reached on institutional arrangements for putting the proposal into operation.

10. Separate bilateral discussions were held with WHO during December 1990 and with the concerned departments of the United Nations, including its regional commissions, on 23 and 31 January and 4 March 1991, to take fully into account matters unique to their institutions.

11. At a third inter-agency consultative meeting on 4-8 February 1991, UNFPA hosted the Inter-Agency Task Force on Successor Arrangements for Agency Support Costs, which had been established during the inter-agency meeting of October-November 1990. The Inter-Agency Task Force addressed administrative and substantive features of the TSS arrangement. In its next meeting on 3-4 May 1991, at UNESCO, the Inter-Agency Task Force considered matters relating to relationships and reporting in greater detail and deliberated on issues relating to job descriptions, candidates, staff, equipment, etc.[4] The proposal for technical support services was submitted to the Governing Council for its thirty-eighth session (document DP/1991/35 and Corr. 1).

12. As a follow-up to Governing Council decision 91/37, the Inter-Agency Task Force was convened on 18-20 July 1991 at WHO headquarters in Geneva.[5] The matters discussed related to the final version of job descriptions, review procedures for incumbents and steps for recruiting team leaders and team members. A plan for putting the new technical support services system into effect beginning in 1992 was completed.

13. All these meetings contributed significantly to the consideration of administrative, substantive and financial issues, helping UNFPA to elaborate the details of implementation and to formulate draft Guidelines on Technical Support Services. The Guidelines, which contain statements of policies, objectives, reporting

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[2] Throughout this report, references to headquarters and agency regional offices include for the United Nations, the Department of International Economic and Social Affairs (DIESA) and United Nations Technical Co-operation for Development (UNDTCD) in New York and the offices of the regional economic commissions and for WHO, Geneva and the regional offices.

[3] The October-November meeting was attended by representatives of the United Nations, including its regional commissions, the ILO, FAO, UNESCO, WHO and UNFPA.

[4] Both the February and May meetings were attended by representatives of the ILO, FAO, UNESCO, WHO and UNFPA, but not by the United Nations.

[5] The July meeting was attended by representatives of the ILO, FAO, UNESCO, WHO and UNFPA, with an observer from the United Nations.

relationships and procedures, are intended to inform all members of TSS teams in the field and agency headquarters, UNFPA Representatives/UNFPA Country Directors, executing agencies and non-governmental organizations (NGOs) about how technical support services are to be carried out.

14. The Inter-Agency Task Force met again on 21-30 October 1991 at UNFPA, New York.[6] At this meeting, agreement was reached on the location of most of the teams; job descriptions were reviewed and information was shared on candidates for team leaders and on incumbents; matters concerning General Service staff, equipment and budgetary and financial arrangements were reviewed; and revisions were suggested for the Guidelines.[7] The United Nations and its regional commissions attended this meeting of the Task Force; in addition, separate meetings between the United Nations and UNFPA were held on 31 October-1 November 1991. UNFPA will continue its dialogue with the United Nations regarding detailed arrangements for its participation from January 1993 onwards and the transitional measures which could be undertaken to ensure its full integration by January 1993. In the meantime, UNFPA will continue to reimburse the United Nations at the rate of 13 per cent for all country project expenditures and for the specific costs of administrative and operational services rendered for intercountry project execution.

II. PROGRESS REPORT ON THE NUMBER, FIELDS OF TECHNICAL COMPETENCE AND GEOGRAPHICAL DEPLOYMENT OF TEAM MEMBERS

15. The following paragraphs, in response to Governing Council decision 91/37, paragraph 6, report on the numbers, fields of technical competence and geographical deployment of the team members and the numbers and type of specialists required at headquarters and regional offices. These matters were decided upon after extensive consultations with the United Nations and the specialized agencies, keeping in view the priorities given to UNFPA by the Governing Council.

A. Number of team members and headquarters specialists/coordinators

16. The TSS arrangement is envisaged to include a total of 164 experts to be in place by the fourth year of implementation. Posts will be phased in, with 149 in 1992, 151 in 1993, 160 in 1994 and 164 in 1995. Although the envisaged arrangement includes 36 proposed posts for the United Nations, United Nations participation will begin, in principle, only in January 1993. Therefore, during 1992, the existing 33 posts for United Nations advisers will continue to be funded.

17. Of the total 164, 120 will be members of teams, 36 will be specialists/coordinators at the headquarters of FAO, the ILO, UNESCO, the United Nations (DIESA and UNDTCD) and WHO; and 8 will be specialists/coordinators at the regional commissions (ECA and ESCAP) and WHO regional offices (Alexandria, Brazzaville, Copenhagen, Delhi, Manila and Washington, D.C.) (see table 1). As of 31 January

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[6] The October meeting was attended by representatives of DIESA and UNDTCD in the United Nations, the regional economic commissions, the ILO, FAO, UNESCO, WHO and UNFPA.

[7] The Guidelines were distributed to the field and to concerned agencies for comment in November 1991 and will be published as the Technical Support Services Procedures Manual in 1992.

1992, incumbents were engaged for the following TSS positions: 39 team members and 18 headquarters posts.[8]

18. Teams will include experts from the United Nations, including the regional commissions, specialized agencies, regional institutions, NGOs[9] and a team leader appointed by UNFPA. The composition of the teams varies depending on the needs of the countries in each region (see Table 1 and sections II.B and II.C).

19. By region, the country programme technical support teams, hereinafter referred to as technical support teams (TSTs),[10] are envisaged to include 53 members in Africa, 17 in the Arab States and Europe, 38 in Asia and the Pacific, and 12 in Latin America and the Caribbean. As of 31 January 1992, incumbents were engaged for the following TSS positions: 14 in Africa (with 39 to be recruited), 5 in the Arab States and Europe (with 12 to be recruited), 19 in Asia and the Pacific (with 19 to be recruited) and 1 in Latin America and the Caribbean (with 11 to be recruited).[11]

20. By discipline, the teams are envisaged to include 35 members in information, education and communication (IEC); 26 in maternal and child health care and family planning (MCH/FP); 21 in population policy formulation, evaluation and implementation; 20 in basic data collection and population dynamics; 7 in women, population and development; and 11 in other categories (including the team leaders). As of 31 January 1992, incumbents were engaged for the following TSS positions: 22 in IEC (with 13 to be recruited), 7 in MCH/FP (with 19 to be recruited), 9 in population policy formulation, evaluation and implementation (with 12 to be recruited); 1 in women, population and development (with 6 to be recruited); and 11 others to be recruited. UNFPA has begun the screening of women, population and development experts. (For technical support professionals by sector as of 31 January 1992, see table 2.)

21. At headquarters, it is envisaged that there will be 6 posts in FAO, 8 in the ILO, 5 in UNESCO, 14 at the United Nations (including the regional commissions), and 11 in WHO (including the regional offices) (see table 1). As of 31 January 1992, incumbents were engaged for the following TSS positions: 3 in FAO (with 3 to be recruited), 7 in ILO (with 1 to be recruited), 1 in UNESCO (with 4 to be recruited) and 7 in WHO (with 4 to be recruited).

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[8] These figures for incumbents, and those in the following paragraphs with breakdowns for incumbents by sector and region, do not include the 36 United Nations positions currently under discussion. Those positions are, however, shown in table 2.

[9] Later references to "agencies" in this report are intended to include cooperating non-governmental organizations as well as the United Nations system, including the regional commissions, WHO regional offices and the participating specialized agencies.

[10] For convenience, it was decided during the Inter-Agency Task Force meeting on 21-30 October 1991 to refer to teams of experts as "technical support teams (TSTs)" rather than "country programme technical support teams", the term used in document DP/1991/35.

[11] Some team members will be selected/recruited for positions starting in January 1993; others start in January 1994; and still others start in January 1995 (see para. 16).

B. Fields of technical competence

1. Overall priority areas

22. The number and disciplines represented in each team closely follow the needs and requirements of the countries served. They also reflect the needs within each of the major priorities of UNFPA activity: MCH/FP; IEC; population data collection and population dynamics; and population policy formulation, evaluation and implementation. The proportion of experts within each field was determined after considering, among other things, the availability and quality of human resources at the national and regional level in the discipline. One of the fundamental purposes of UNFPA-funded technical support is to strengthen national self-reliance and the use of appropriate local resources. In many countries, the need for international expertise in, for example, population policy formulation, evaluation and implementation has not diminished because such expertise is still scarce at the local level. On the other hand, in some regions the increasing availability of local expertise in such fields as MCH/FP has permitted inclusion of fewer MCH/FP experts on the teams and at headquarters than would have been warranted in previous years. In addition, IEC is largely concerned with supporting MCH/FP priorities, reinforcing the promotion of family planning goals and maternal and child health. For specializations not covered by the team members or by agency headquarters specialists, short-term consultancies are to be arranged by the UNFPA Country Director under the country programme.

23. Within all priority areas, activities to increase women's participation and benefits from programmes and projects are an important concern of the Fund. Related aims are to improve the role and status of women by providing them with means of social and economic self-determination, including access to education, skills, employment, health care and family planning, political participation and the right to make decisions affecting their lives. The teams and the specialists/coordinators at headquarters will be expected to carry out their functions consonant with the Fund's other programmatic emphases on, e.g., population and the environment and technical cooperation among developing countries (TCDC).

2. Sociocultural research

24. One important concern that cuts across all major fields of activity is sociocultural research. Sociocultural factors play a leading role in influencing the determinants of fertility and, hence, are critically important in efforts to promote acceptance of the small-family norm and to foster and accelerate other attitudinal and behavioural changes leading to enhanced maternal and child health, better educated populations, and higher status of women as well as more rapid overall social and economic development. As discussed below, two team members -- one in the Arab States and one in Latin America and the Caribbean -- are explicitly responsible for applying and increasing the use of findings from sociocultural research in population-related endeavours. These team members will have a major responsibility for promoting the use of sociocultural studies in the strengthening of family planning services as well as ensuring that activities are culturally appropriate. Beyond these two posts, however, criteria for the selection of certain team members include a knowledge of sociocultural factors and their role in population and family planning efforts. For example, team members working in the fields of MCH/FP and IEC, in particular those for Africa (27 team members), are expected to possess a strong knowledge and understanding of relationships of sociocultural factors to, e.g., fertility, population growth, health and development. To some extent, advisers working in policy formulation and population and development are also expected to have such understanding. In addition, the 7 advisers on women, population and development are all expected to be sensitive to, and knowledgeable about, sociocultural factors in their respective regions. Moreover, the team itself, beyond the individual population disciplines represented, is expected to reflect and -- through the close contacts and

information exchanges made possible by the team approach -- reinforce and expand each member's ability to take sociocultural factors and research into account in the provision of technical assistance.

25. The technical support for each of the Fund's priority areas is detailed below.

3. Maternal and child health and family planning

26. The overall goals of population assistance in MCH/FP are to reduce maternal mortality and morbidity through better voluntary MCH/FP service delivery and to lower the fertility rate to a level deemed appropriate by each country and each family, as called for by the World Population Plan of Action.

27. To deliver high-quality, accessible MCH/FP services, it is essential to build up institutional capacity in the countries. Quality technical advisory services are a key element in this effort associated with national human resource development. To these ends, UNFPA envisages a total of 37 posts in the MCH/FP field, 26 on the TSTs and 11 specialists/coordinators at WHO headquarters and regional offices. Building upon the knowledge and experience of WHO as well as the Fund's assessment and analyses of country needs, UNFPA has identified requirements for special expertise in MCH/FP programme planning and management, management information system (MIS) and logistics management for MCH/FP programmes (including projections of contraceptive needs and, as applicable, requirements for local contraceptive production), MCH/FP training in health education and MCH/FP training. As of 31 January 1992, incumbents were engaged for the following TSS positions: 7 posts on the teams (with 19 to be recruited) and 7 posts at WHO headquarters (with 4 to be recruited).

4. Information, education and communication

28. The field of IEC is closely tied to the other sectors of UNFPA assistance, and especially to MCH/FP. Goals for IEC are, first, to create and maintain awareness of the implications of population growth, distribution and structure for social and economic development; and, second, to promote IEC efforts in support of MCH/FP and to make sure that they respond to the needs of individuals and couples. Activities in the IEC sector include the creation of awareness at the macro or national level and the promotion of MCH/FP practices at the micro or individual level.

29. UNFPA envisages a total of 44 technical support staff in the IEC sector. Of these, 35 will be experts on the TSTs in the various regions. Nine will be specialists/coordinators at agency headquarters: 4 at UNESCO (2 each in population education and population communication); 3 at the ILO (one each in programme development, research and evaluation, and training); and 2 at FAO (1 in population education/communication and 1 in population education and extension programmes). As of 31 January 1992, incumbents were engaged for the following TSS positions: 22 on the teams (with 13 to be recruited); 1 at UNESCO (with 3 to be recruited), 2 at the ILO (with 1 to be recruited), 1 at FAO (with 1 to be recruited).

5. Population data collection and population dynamics

30. UNFPA continues to support data collection activities with increasing emphasis on population-related data for analyses and research, particularly research related to the formulation of population policies and programmes. UNFPA also emphasizes the value of collecting and analysing data on specific groups, such as women and the elderly, for research and for monitoring and evaluating the impact of policies and programmes.

31. UNFPA envisages a total of 29 posts in the field of data collection and population dynamics: 20 as members of the TSTs (19 of these from the United Nations) and 9 at United Nations headquarters (1 each in census, vital statistics, sampling, data processing, national household survey capability, population and development statistics, demographic analysis and research, demographic training and demographic impact of family planning). (Other United Nations posts are discussed in paragraphs 33 and 34.) As noted in paragraph 14, discussions are now under way on the arrangements for United Nations participation starting in 1993. In the meantime, agreement has been reached on the job descriptions, and on the engagement of a number of incumbent advisers in the new positions.

6. Formulation, evaluation and implementation of population policies and programmes

32. The overall goal of UNFPA assistance in policy development is to promote, at the country level, an understanding of the central role of population in development. Although increasing numbers of countries have adopted population policies over the past decade, many have not, and there is still an urgent need to institutionalize efforts aimed at integrating population into development planning.

33. UNFPA envisages a total of 29 technical support staff in the formulation and evaluation of population policies and programmes, and in policy implementation. Of these, 21 will be experts serving on the TSTs and 8 will be specialists at the agencies' headquarters: 2 at the United Nations (1 in population and development and 1 in population policy); 3 at the ILO (1 specialist in population, human resources and development planning and policy; 1 in population distribution, migration and urbanization; and 1 in development and use of training materials in population and development planning); 2 at FAO in the specialized areas of population, rural development and environment; and 1 at UNESCO in social science. As of 31 January 1992, incumbents were engaged for the following TSS positions: 9 team members (12 to be recruited) plus the following at agency headquarters: 3 at the ILO and 1 at FAO (with 1 to be recruited); the 1 post at UNESCO was to be recruited.

7. Other sectors

34. In addition to the funding of TSS professionals in the major priority areas, UNFPA envisages 7 team members and 2 specialists at headquarters (1 at FAO and 1 at the ILO) for programmes dealing with women, population and development. UNFPA will also fund 2 team members and 1 headquarters specialist with specializations that cut across various sectors -- in management, and forestry and fisheries. It will also fund 1 sociocultural expert from an NGO plus the 8 team leaders of the TSTs plus another 2 coordinators at headquarters (1 each at the United Nations and the ILO) and 2 coordinators at the regional commissions to ensure effective linkages and complementarity within and between agencies and teams. As of 31 January 1992, incumbents were engaged for the following TSS positions: 1 team member and 2 headquarters specialists for programmes dealing with women, population and development; and 1 coordinator at ILO headquarters.

C. Geographical deployment of technical support teams

1. Africa

35. In Africa, UNFPA envisages a total of 53 experts on the TSTs. Three subregional teams will be established. By sector, 12 team members would handle MCH/FP; 15 team members would handle IEC; 12 would handle basic data collection and population dynamics; 9 would handle population policy formulation, evaluation and implementation; and 2 would handle women, population and development; plus 3 team leaders.

As of 31 January 1992, incumbents were engaged for the following TSS positions: 14 team members--4 in population policy, 2 in MCH/FP and 8 in IEC.

2. Arab States and Europe

36. In the Arab States and Europe, UNFPA envisages a total of 17 experts. For the Arab States, one technical support team will include 15 experts and 1 team leader. In the Europe region, one technical officer in MCH/FP at the WHO regional office for Europe will provide the needed backstopping services for country as well as intercountry activities. The distribution of these 17 experts by sector is as follows: 5 in MCH/FP; 5 in IEC; 3 in demography/population statistics; 1 in population and development; 1 in women, population and development; 1 in sociocultural studies; and the team leader. By 31 January 1992, incumbents were engaged for the following TSS positions: 5 team members -- 1 in MCH/FP and 4 in IEC.

3. Asia and the Pacific

37. In Asia and the Pacific, given the increasing trend towards national execution and the increasing size and number of projects, UNFPA envisages a total of 38 experts on the TSTs. There would be three teams -- one each in South Asia, South-East Asia and the South Pacific. By sector, 5 team members would handle the MCH/FP sector; 12 would handle IEC; 4 would handle basic data collection and population dynamics; 10 would handle population policy formulation, evaluation and implementation; 3 would deal with women, population and development; 1 would deal with management of population programmes; and 3 would serve as team leaders. By 31 January 1992, incumbents were engaged for the following TSS positions: 19 team members -- 5 in population policy; 4 in MCH/FP; 9 in IEC; and 1 in women, population and development.

4. Latin America and the Caribbean

38. In Latin America and the Caribbean, UNFPA envisages a total of 12 experts on the TST. By sector, there would be 4 team members in MCH/FP, including the field of FP training, traditional and non-traditional service delivery for family planning and the use of sociocultural research; 3 experts in IEC; 1 in demographic analysis; 1 in population and development; 1 in the integration of gender issues; 1 in management; and the team leader. By 31 January 1992, incumbents were engaged for the following TSS positions: 1 team member in IEC.

III. LOCATION OF TEAMS

39. The following cities were selected as locations for the teams: in Africa, Addis Ababa, Dakar and Harare; in the Arab States and Europe -- Amman; in Asia and the Pacific -- Bangkok, Kathmandu and Suva; and in Latin America and the Caribbean, Santiago. In line with the Governing Council decision 91/37 (in para. 7) that the teams should be located, "as far as possible, contiguous with the country offices of the United Nations Population Fund or other existing facilities of the United Nations system in order to ensure optimal complementarity and to minimize administrative costs", the cities selected include those which were already the site of facilities for regional commissions or the offices of specialized agencies. Moreover, UNFPA has Country Directors' offices in all but two of the cities selected. Most of these cities also have national and international population institutions. All cities selected have the advantages of good airplane connections.

40. Guided by a concern for cost-effectiveness, UNFPA will make every effort to make use of existing space, avoiding unnecessary duplication of facilities. UNFPA is currently negotiating with Governments to obtain facilities. The Government of Jordan is providing UNFPA with facilities in Amman.

IV. FUNCTIONS, REPORTING AND WORKING RELATIONSHIPS, AND MONITORING AND EVALUATION

41. The following paragraphs, in response to paragraph 8 of Governing Council decision 91/37, provide information on the functions of, and reporting and working relationships among, the UNFPA Representative/Country Director, TSTs, and the specialists and coordinators at agency headquarters and regional offices, including the roles of the Inter-Agency Task Force as an advisory body to the Executive Director, and of the Executive Director with respect to the new arrangements. Complete terms of reference are included in the Guidelines. This section also discusses monitoring mechanisms.

42. A guiding principle in the new arrangements for technical support services is the establishment of a strengthened partnership among Governments, UNFPA, the United Nations, including the regional commissions, the specialized agencies and NGOs. The creation of TSTs, supported by technical backstopping by the headquarters of the United Nations, selected specialized agencies and UNFPA, is designed to bring both greater expertise and increased flexibility at closer range to ensure more rapid and pertinent responses to country needs than have prevailed to date. The new arrangements should also permit greater linkages across sectors, promoting cross-fertilization and a coordinated response to country programme demands. In order to ensure the success of these new arrangements for providing coordinated, effective and timely support for population programmes and projects in developing countries, UNFPA will undertake training and orientation for all TST members.

A. Functions

1. UNFPA Representative/UNFPA Country Director

43. Under the guidance and with the support of the UNFPA Representative, the UNFPA Country Director is responsible, among other things, for assisting the Government in the assessment of needs and the preparation of requests for technical assistance, in collaboration with United Nations agencies and NGOs, as necessary.[12] With respect to technical support services, the functions of the UNFPA Representative/UNFPA Country Director include the following: (a) identifying clearly, with the Government and the agencies, the nature, need and amount of technical backstopping required; (b) promoting the use of national technical resources in supporting the country population programme/projects as a priority; (c) collaborating with the Government in organizing periodic meetings with all United Nations agencies, donor countries and NGOs so that the Government can achieve maximum efficiency of available resources; (d) providing the team leader with a database register of national experts and national institutions which can supply needed technical backstopping at the country level in population so that, inter alia, national technical resources can be mobilized for wider use in the region, thereby promoting TCDC; and (e) appraising for the team leader the nature and quality of technical services provided by team members and others at the country level and annually reviewing the team's performance (see below, section B, Reporting and working relationships).

[12]The UNFPA Representative is directly responsible for UNFPA programmes and activities in countries that do not have a Country Director.

2. Technical support teams

44. The primary purpose of technical support teams is to provide countries, in accordance with the mandates of UNFPA and the United Nations agencies, with high-quality technical support services to meet country needs, leading towards national self-reliance in the population field.

45. The teams will concentrate on the provision of a broad range of advisory and technical backstopping services, rather than on the actual execution of country projects. Their functions include the following: (a) assisting countries in all stages of programming and programme/project formulation, implementation and monitoring, providing technical support and backstopping and supplying state-of-the-art substantive knowledge and skills in the various technical fields in population available in the agencies and other institutions; (b) in collaboration with the UNFPA Country Director, identifying and mobilizing national and regional technical resources; (c) backstopping national experts; (d) helping prepare for and participate in the development of country population programmes and strategies, including PRSD missions; (e) helping in the conceptualization and development of regional/subregional programme approaches; (g) organizing, conducting and/or participating in training activities at both regional and country levels; and (h) playing an advocacy role in population at the regional level, in, e.g., regional and international forums and agency programmes.

46. Advisers on the technical support teams are staff members of their respective agencies and subject to their agencies' terms and conditions of appointment and service. The selection of candidates and their recruitment and appointment are the responsibility of the concerned agency. Through the mechanism of the Inter-Agency Task Force, the agencies consult with UNFPA regarding incumbents and candidates for positions. As staff members of the agency, the team members will be subject to the usual agency performance appraisal procedures. However, the agency supervisor will draw upon as input the appraisal made by the team leader and others of the adviser's performance. The agency headquarters team will also provide an appraisal and evaluation of the substantive work of the team leader and team members in the areas of agency competence. Similar feedback should be provided by the team to the agency headquarters.

3. Team leader

47. The team leader operates under the overall guidance of UNFPA's Geographic Divisions, in consultation with the Technical and Evaluation Division. The team leader is responsible for (a) preparing -- in direct consultation with team members, UNFPA Representatives/UNFPA Country Directors, agencies, NGOs, and UNFPA headquarters -- an annual work plan and projections for future years on the basis of an assessment of country needs; (b) coordinating, implementing and monitoring the work plan; (c) promoting and coordinating the mobilization of human and technical resources of the agencies and NGOs; (d) ensuring continual exchanges of information and interaction among the team members; (e) maintaining liaisons with UNFPA, agencies' headquarters and regional offices; (f) providing inputs for the agency's annual assessment of the performance of team members; and (g) managing common service staff. The team leader will also deal with ad hoc requests for technical backstopping or advisory services by Governments, UNFPA Representatives/UNFPA Country Directors and agency representatives.

4. Technical support services specialists/coordinators at agency headquarters[13]

48. The primary purpose of technical support services positions at agency headquarters is to strengthen the agency's substantive capacity in the field of population and to provide timely and high-quality support services to the TSTs and, when required, to the countries themselves. Some of these headquarters tasks under the new arrangements would be performed also by the positions at WHO regional offices and two United Nations regional commissions -- ECA and ESCAP.

49. The technical support services posts at agency headquarters are responsible for (a) playing an advocacy role in population within the mandate of the agency and incorporating population considerations into the regular work of the agency; (b) undertaking sectoral analyses and identifying programme needs, including the provision of policy advice about population to the agency's decision-making bodies; (c) taking part in country programme/sector reviews; (d) providing specialized technical support services, on a selective basis, at the country level; (e) providing feedback on the needs and priorities for research and training under the intercountry programme, and helping in the design of the programme; (f) making maximum use of the outputs of intercountry programmes for provision of technical support to teams and countries alike; and (g) assisting in the technical backstopping of country projects, as required.

50. With respect to the technical support teams, the agency is to provide them with (a) state-of-the art information and referral services; (b) technical backstopping in the design of comprehensive population policies, strategies and programmes and technical input for incorporating demographic variables and issues into development planning; (c) technical inputs from the totality of the agency's technical cooperation programmes, including preparation of country profiles, through regular links with the agency's relevant units at headquarters and regional offices; (d) training and orientation seminars by population sectors, with opportunities for exchanging information on population programmes among various regions; and (e) support for organizing and conducting intercountry training programmes, including the preparation of training materials.

5. Inter-Agency Task Force

51. The primary purposes of the Task Force are to monitor the performance of the new technical support services arrangements, provide advice for improving the quality and timeliness of technical support to country programmes, and ensure harmonization and complementarity of the tasks performed by the technical support services staff. Composed of representatives from the United Nations, UNFPA, FAO, the ILO, UNESCO and WHO, the Task Force is chaired by the UNFPA Deputy Executive Director (Programme). UNFPA provides secretariat services. The Task Force will meet at least once a year and as often as needed, and will submit its recommendations to the Executive Director of UNFPA. As necessary, the Task Force will invite other concerned parties to its deliberations.

52. The Task Force is responsible for the following: (a) refining the Terms of Reference for the technical support services for the agency headquarters and technical support teams, reviewing job descriptions of the technical support services posts, and agreeing on administrative support services, indirect administrative costs and other institutional arrangements; (b) reviewing and recommending on the locations and structural

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[13] Agency headquarters coordinators who are not funded by TSS, in general, have broader roles and responsibilities than TSS coordinators.

arrangements for the teams; (c) exchanging information on potential candidates (including team leaders) for selection by the respective agencies; (d) reviewing, through reports from various sources identified below, the overall functioning of the teams, implementation of work plans, extent and quality of technical backstopping and the building up of national execution capacity; (e) assessing the technical backstopping provided by the agency headquarters and, where applicable, regional offices, and the support provided by UNFPA headquarters; (f) assessing the relations among UNFPA Country Directors, teams and agencies and other participating institutions (NGOs) to foster more efficient coordination of technical support and backstopping; and (g) evaluating the contribution of teams vis-a-vis the implementation of the UNFPA population programmes as well as the mandates and population activities of participating agencies and institutions.

6. Decision-making authority

53. UNFPA field offices play a pivotal role in the scheme of technical support services, as they are responsible for ensuring delivery of population assistance, including technical support services. Hence, the UNFPA Representative/UNFPA Country Director has the main role in the decisions necessary to mobilize technical support services under the new arrangements and, in response to requests from the Government, informs the team leader of such needs.

54. With respect to the relationships among UNFPA and the concerned agencies, including their regional offices, and the United Nations, including its regional commissions, pertaining to the new arrangements, the ultimate decision maker for harmonizing the system is the Executive Director, with the advice of the Inter-Agency Task Force, as she has financial and substantive accountability to the Governing Council for the successor arrangements undertaken by UNFPA.

B. Reporting and working relationships

55. As noted in paragraph 13, Guidelines have been prepared on the relationships and procedures to be followed in implementing the new TSS arrangement, spelling out in greater detail the relationships outlined below. The UNFPA Representative and the UNFPA Country Director report to the appropriate Geographical Division in UNFPA, the former on TSS-related matters, the latter on all facets of the Country Director's responsibilities, including TSS. Team leaders also report to the UNFPA Geographical Division. As staff of their agencies under agency supervision concerning their technical responsibilities, team members report to their respective agencies on technical matters, and to the team leader on day-to-day managerial and administrative aspects of the arrangement. To ensure complementarity and clear lines of responsibility, the working relationships of the various elements in this arrangement have been addressed through work plans and monitoring mechanisms, discussed below.

1. Technical Backstopping Plan

56. Based on requests from the Government, the UNFPA Representative/UNFPA Country Director, in consultation with the team and the concerned agencies, prepares the Technical Backstopping Plan (TBP). The TBP indicates as precisely as possible the nature and source of expertise needed in a particular country for a specified duration.

57. The TBP should be prepared on a rolling basis for a one-year period, with indications of the projected requirements for technical assistance for periods up to three years, as practicable. The UNFPA Representative/UNFPA Country Director will review and update quarterly the status of implementation of the TBP, forwarding the reviewed TBP to the team leader.

2. Country Annual Review Report

58. Once a year, the UNFPA Representative/UNFPA Country Director will review technical support service performance against the TBP. On the basis of this review, the UNFPA Representative/UNFPA Country Director will adjust the following TBP accordingly, consulting, as necessary, with the team leader. The report of this review should identify delays in backstopping or any other problems encountered over the year, with recommendations for follow-up corrective action. It should be sent to UNFPA headquarters, with a copy to the team leader and the agencies, starting December 1992.

3. Team work plan

59. In consultation with team members and the agencies, the team leader prepares a work plan annually (with provision for quarterly revision), taking into account the TBPs and also requests for technical support services from UNFPA headquarters/field and agency headquarters/field representatives. The TST work plan will show all major activities and tasks to be undertaken by each team member. In so far as possible, it will specify (a) foreseeable inputs from TSS staff at agency headquarters, regional offices and other institutions; (b) activities that agency headquarters or UNFPA may consider necessary to update team members' knowledge, including attendance at seminars, workshops and training courses; and (c) other activities (e.g., desk reviews of project proposals/evaluations). Besides facilitating coordination of the team's work, the work plan will serve as the basis for monitoring team performance and coordinating other inputs.

60. The team leader will modify the TST work plan, if necessary, on the basis of periodic or ad hoc inputs/requests from a UNFPA Representative/UNFPA Country Director or from agency or UNFPA headquarters, in full consultation with the team and the agency concerned. In revisions, the team leader will take into account quarterly reports from UNFPA Representatives/UNFPA Country Directors. If a team is unable to meet all of a country's needs for technical backstopping, the team leader will suggest alternative ways of filling the needs.

61. The first TST work plan will be prepared within the team's first month of operation, with quarterly updates, followed by a full annual work plan for 1993. Copies will be sent to concerned UNFPA Representatives/UNFPA Country Directors, agency headquarters and UNFPA.

4. Team member report

62. Team members are responsible for preparing a Technical Assistance and Backstopping Mission Report at the end of each visit to a country. This report should indicate the nature of assistance, include any pertinent observations on the outcome, and assess the contribution of the assistance to national execution. As a rule, this report is left with the Government and the UNFPA Representative/UNFPA Country Director before the team member leaves the country. Copies of the report are submitted to the team leader, to UNFPA headquarters and to agency headquarters, along with any other reports prescribed by the parent agency responsible for technical supervision and control over the team member.

63. In addition to field-level backstopping, the team member may be assigned other work by the team leader, as necessitated by circumstances or by requests from agency headquarters or UNFPA. Activities included are not only those related to country programmes/projects but also those related to team members' professional development, such as seminars and workshops.

5. Agency work plans

64. Each agency will prepare an annual work plan for headquarters members setting out, as specifically as possible, activities to backstop TST members and countries directly, as required, in consultation with the involved agencies, teams and UNFPA headquarters. These work plans are intended to apprise the Task Force and UNFPA of the activities of UNFPA-supported agency headquarters staff in support of the TSTs and country programmes/projects. The work plan should also indicate what population activities the agency proposes to undertake within its mandate, covering the functions set forth in TSS at headquarters (paras. 49 and 50 above).

C. Monitoring and evaluation

1. Country level

65. At the country level, the UNFPA Representative/UNFPA Country Director will monitor the implementation of the country technical backstopping. At the end of each calendar year, the UNFPA Representative/UNFPA Country Director will forward to the team leader, UNFPA and the agency headquarters the Annual Review Report, indicating the status of all items in the TBP and reasons for any departures from proposals. For each item of technical backstopping, the UNFPA Representative/ UNFPA Country Director will comment on how the backstopping has helped the Government efficiently execute the programme, including the creation of sustained national capability.

66. After the visit of a team member or a TSS specialist/coordinator from agency headquarters, the UNFPA Representative/UNFPA Country Director will prepare a report covering, inter alia, the Government's perceptions of the substantive quality of assistance, views concerning agencies and individuals, and restraining or limiting factors. This report is sent to the team leader, concerned agency and UNFPA, and, when relevant, it will specify how the activity fostered national execution.

67. On the basis of reports from the UNFPA Representative/UNFPA Country Director and team leader over a year, UNFPA will prepare a brief on the quality of technical support provided in the field by the advisers and make the same available to the Task Force annually. The Task Force will take these into account, along with agency-furnished assessments of technical aspects of the team members' work, to determine the overall quality of technical support services. These reports will enable the Task Force to monitor effectively the quality and amount of field-level technical assistance.

2. Regional level

68. The team leader will submit to UNFPA and agency headquarters an Annual Monitoring Report, beginning January 1993, indicating for each team member whether scheduled activities were actually undertaken and, if not, why. The team leader also prepares an annual Assessment Report of Team Members, relating to the team member's technical knowledge, experience, abilities in specific areas, interaction with agencies/individuals and any restraining/limiting factors. This report will be an input for UNFPA and agencies in arriving at their respective assessments of team members' performance. To the extent possible, after consulting with concerned team members and taking into account other inputs, the team leader should also send a report to UNFPA and the concerned agency on the quality of technical backstopping provided by TSS specialists/coordinators from agency headquarters.

3. Agency headquarters

69. Beginning September 1992 and annually thereafter, the agencies will provide UNFPA with a detailed report on the work of their TSS staff posted at headquarters and the field. The agency is also requested to provide a report with its assessments of the team leader and the functioning of the teams. This report would address, inter alia, the nature and quality of technical assistance provided by the teams and suggestions for improvements. The report on the team leaders should cover points relating to the preparation and implementation of work plans in consonance with the Guidelines, the nature of the team leader's feedback on the team's functioning, and the team leader's contribution to maintaining smooth relations and communications between agency headquarters staff and the team.

4. UNFPA

70. UNFPA, based on its own knowledge and inputs from others, will submit to the Task Force a report monitoring the known elements of the performance of TSS specialists/coordinators at agency headquarters, in relation to technical knowledge, abilities in specific areas, interaction with agencies and individuals, and restraining or limiting factors. UNFPA will also provide the Task Force with a report on the overall effectiveness of backstopping services, including missions to the field and the UNFPA Representative/UNFPA Country Director's evaluation of the agencies' initiatives in further incorporating population dimensions into overall activities of the agencies.

5. Inter-Agency Task Force

71. The Task Force will monitor implementation of TST work plans (based on inputs from team leaders and UNFPA headquarters) and agency work plans (based on inputs from UNFPA) once a year. Taking into account these reports on implementation at the field and agency headquarters, the Task Force will summarize and submit its conclusions to the Executive Director, beginning October 1992, and yearly thereafter. It will look at (a) the progress and performance of each TST with respect to envisaged and implemented work plans, including any shortcomings and remedial actions needed, with recommendations; (b) the progress and performance of agencies with respect to work plans and their contributions to the objectives of TSS; (c) the work and performance of TSS staff; and (d) operational, managerial and substantive bottlenecks in implementation.

6. In-depth evaluation

72. In close collaboration with the agencies, UNFPA will organize an independent evaluation of the successor support-cost arrangements, reporting on the effectiveness of arrangements to the Governing Council at its forty-second session in 1995 (decision 91/37, paragraph 14).

V. CONCLUSION

73. The basic institutional relationships for the successor support-cost arrangements have now been defined by the Governing Council and elaborated through the work of the Inter-Agency Task Force, UNFPA, the United Nations, including its regional commissions, and the specialized agencies. Technical support services and advice are being brought closer to the field and will correspond better to the need in the countries. They will thereby strengthen national leadership and the development of national capacity. Efforts are to be made at every level to facilitate national management of programmes and projects financed by UNFPA, and all TSS monitoring mechanisms report specifically on the extent of progress in promoting

national self-reliance. In addition, through the work plans and the monitoring reports, it is expected that UNFPA will be able to ensure complementarity and avoid duplication of effort, thus making best use of the resources of the United Nations system and cooperating NGOs in bringing high-quality technical support services in the field of population to those countries requesting them.

Table 1. Regional and Sectoral Distribution of Technical Support Professionals When Fully Operational

SECTOR	COUNTRY PROGRAMME TECHNICAL SUPPORT TEAMS					AGENCY HEADQUARTERS						REGIONAL OFFICES			Total
	Africa	Arab States & Eur.	Asia & Pacific	Latin Amer. & Carib.	Sub-Total	FAO	ILO	UNESCO	UN[a]	WHO	Sub-Total	UN Reg. Comm.	WHO	Sub-Total	
Basic Data Collection and Population Dynamics	12	3	4	1	20	-	-	-	9	-	9	-	-	-	29
Population Policy Formulation, Evaluation and Implementation[b]	9	1	10	1	21	2	3	1	2	-	8	-	-	-	29
Maternal and Child Health and Family Planning	12	5	5	4	26	-	-	-	-	5	5	-	6	6	37
Information, Education and Communication	15	5	12	3	35	2	3	4	-	-	9	-	-	-	44
Women	2	1	3	1	7	1	1	-	-	-	2	-	-	-	9
Other[c]	3	2	4	2	11	1	1	-	1	-	3	2	-	2	16
Total	53	17	38	12	120	6	8	5	12	5	36	2	6	8	164[d]

[a] DIESA and UNDTCD in New York.

[b] This category includes the integration of population variables into development planning.

[c] The "other" category includes the team leaders; coordinators at headquarters and the regional commissions; and other multi-sectoral experts, such as an FAO position in population in Fisheries and Forestry, an NGO position in sociocultural research in the Arab States, an NGO position in management in Latin America and the Caribbean, and a UNFPA position in management in Asia and the Pacific.

[d] This total reflects the number of technical support professionals to be placed by 1995. Positions will be phased in during 1992-1994.

Table 2. Technical support professionals by sector, as of 31 January 1992

SECTOR	TECHNICAL SUPPORT TEAMS					AGENCY HEADQUARTERS						REGIONAL OFFICES			Total
	Africa	Arab States & Eur.	Asia & Pacific	Latin Amer. & Carib.	Sub-Total	FAO	ILO	UNESCO	UN[a]	WHO	Sub-Total	UN Reg. Comm.	WHO	Sub-Total	
Basic Data Collection and Population Dynamics	12[b]	3[b]	3[b]	1[b]	19[b]	-	-	-	9[b]	-	9[b]	-	-	-	28[b]
Population Policy Formulation, Evaluation and Implementation[d]	4	-	7[c]	1[b]	12	1	3	-	2[b]		6	-	-	-	18
Maternal and Child Health and Family Planning	2	1	4	-	7	-	-	-	-	3	3	-	4	4	14
Information, Education and Communication	8	4	9	1	22	1	2	1	-	-	4	-	-	-	26
Women	-	-	1	-	1	1	1	-		-	2	-	-	-	3
Other[e]	-	-	-	-	-	-	1	-	1[b]	-	2	2[b]	-	2	4
Total	26	8	24	3	61	3	7	1	12[b]	3	26	2[b]	4	6	93

NOTE: The total of 93 includes 57 incumbents (39 team members and 18 headquarters posts) and 36 UN positions currently under discussion.

[a] DIESA and UNDTCD in New York.
[b] Under discussion with the United Nations, which will officially participate in the new arrangement as of 1 January 1993.
[c] This figure includes 2 United Nations advisers. See note b.
[d] This category includes the integration of population variables into development planning.
[e] The "other" category includes the team leaders; coordinators at headquarters and the regional commissions; and other multi-sectoral experts, such as an FAO position in population in Fisheries and Forestry, an NGO position in sociocultural research in the Arab States, an NGO position in management in Latin America and the Caribbean, and a UNFPA position in management in Asia and the Pacific.